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SOCIAL DEVELOPMENT: QUESTIONS RELATING TO THE WORLD SOCIAL SITUATION AND TO YOUTH, AGEING, DISABLED PERSONS AND THE FAMILY

Implementation of the Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future

Report of the Secretary-General

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I. INTRODUCTION

1. In paragraph 14 (e) of its resolution 44/65, the General Assembly requested the Secretary-General to report to it at its forty-sixth session on the progress achieved in implementing and following-up the Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future, 1/ as well as resolution 44/65 itself. As at mid-June 1991, information had been provided by 32 Governments, 2/ 14 entities of the United Nations system, 3/ two other intergovernmental organizations, 4/ three international non-governmental organizations, 5/ two provincial governments, 6/ one national non-governmental organization, 7/ two national social development and social welfare councils, 8/ six national research and training institutions and university departments of sociology or of social work, 9/ as well as a number of individual specialists. This information was taken into account in preparing the present report.

II. CONCLUSIONS AND RECOMMENDATIONS

2. The review of progress made towards achievement of the goals and targets identified by the Guiding Principles, which is summarized in sections III to V below, leads to the following conclusions:

(a) In all countries, irrespective of the level of material development, type of societal management or nature of the socio-cultural context, Governments are increasingly aware that political and economic objectives can be achieved only if the fullest attention is given to complementary action to satisfy social aims;

(b) Governments are also increasingly aware that, in order to advance simultaneously, harmoniously and in a sustainable manner towards realization of political, economic and social goals, it is essential to undertake distinct but carefully integrated actions at both the macro-level and at the meso-level - in respect to both sectoral- and population group-oriented policy areas - but also at the micro-level, by means of approaches that are individual, family and community oriented. Action at the intermediate and micro-level is unlikely to succeed unless macro-level strategies create a favourable context, but, equally, macro-level approaches must be extended effectively through meso-level policy areas and intensified at the micro-level if their purpose is to be achieved;

(c) In circumstances of persistent tension, inefficiency and insustainability in global society, and in view of governmental recognition of the fundamental need for comprehensive and integrated action, the Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future are seen to be a valuable basis for undertaking strategic adjustments in approach, as well as for substantially enhancing the effectiveness of policy intervention at the micro-level, which is an essential complement to policy intervention at the meso- and macro-levels;

(d) While growing recognition of the relevance and value of the Guiding Principles, and its translation into formal policy declarations, can be clearly observed, evidence of effective execution of proposals is less obvious. This appears to reflect both conceptual and operational factors. When they were adopted, the Guiding Principles expressed a current trend in policy development: they were formulated on the basis of the actual experience of some countries and the already existing interest of many others. Such countries have not needed to be persuaded of the value of the Guiding Principles: their actions are fully consonant with its recommendations. Certain other countries, particularly those engaged in substantial societal change, have found the Guiding Principles to be a valuable set of proposals which have helped in their policy development. The remaining countries, while recognizing the relevance and correctness of the Guiding Principles, consider that very substantial reorganization would be necessary to execute them. One obstacle is seen to be the operational requirements for effective implementation. This is also recognized by countries the Governments of which have already fully incorporated the concepts expressed in the Guiding Principles in their policy proposals;

(e) Operational requirements are such that considerable resources, including those needed for institutional reorganization and for major recruitment and training programmes, must be found at a time of widespread financial retrenchment. Solutions must be found by means of greatly improved efficiency, but this cannot be at the expense of achievement of policy goals. Moreover, effective adaptation and innovation themselves require expenditure of research and development resources, as well as great administrative flexibility and vision. At present, allocation of needed resources appears to be inhibited by the persistence of the belief that, in the apparent dichotomy between "economic" and "social" the latter must necessarily take second place. This reasoning is increasingly recognized to be false, for economic and social are but two separate perceptions of a single reality, the real operational distinctions between components of societal management strategies being those between macro-, meso-, and micro-levels. A further inhibition is the view that micro-level action is concerned with marginal sections of society, of no great relevance to central issues. However, there is increasing recognition also that this is not the case, and that not only does the total of such "target" populations constitute a high proportion of society, but that they are far from being marginal to central problems of economic production and consumption, sustainable growth, societal welfare and political stability;

(f) In these circumstances, and given the clear interdependence of all nations within global society, there appears to exist an urgent need for solidarity among nations and for substantial support from the institutions of the international community. In some areas, such solidarity and support is forthcoming, but in many cases contributions made by relevant organizations, including those of some parts of the United Nations system, have not yet reached either a level commensurate with need, or with the potential constituted by their accumulated experience, expertise and capacity for mobilization and harmonization at regional and global levels. One factor is

clearly the lack of financial resources, which has reduced responsible entities to a level of skeletal staffing quite insufficient for carrying out their functions. A second factor appears to be the still insufficient institutional arrangements for harmonizing cooperation and promoting joint efforts.

3. On the basis of these conclusions, the General Assembly may wish to consider the following actions:

(a) Reiterating the requests set out in its resolutions 42/125 and 44/65, as well as in Economic and Social Council resolution 1991/7, that Governments make further efforts to implement the Guiding Principles;

(b) Re-emphasizing its previous requests to the constituent entities of the United Nations system to take further action to promote and support national efforts to implement the Guiding Principles;

(c) Calling upon intergovernmental bodies outside the United Nations system to collaborate more effectively with it in carrying out the recommendations of the Guiding Principles;

(d) In view of the importance of a comprehensive international exchange of experience in the extension and intensification of macro-level and meso-level policy action to the micro-level, all Governments might be urged to collaborate more closely with the Secretary-General in monitoring progress;

(e) Given the need for a common approach by the organizations of the United Nations system to the implementation of the Guiding Principles, the United Nations Office at Vienna/Centre for Social Development and Humanitarian Affairs (UNOV/CSDHA) should make greater use of existing mechanisms for system-wide coordination in order to achieve greater coherence and harmonization;

(f) Given the need to make the fullest use of scarce resources for the purpose of monitoring implementation of the Guiding Principles, UNOV/CSDHA should establish, within existing resources, a global informal network for collecting and disseminating relevant information and exchanging research findings;

(g) In preparing for the observance of the International Year of the Family (1994), special attention should be given to the question - which is stressed in the Guiding Principles - of family-oriented approaches to provision of social welfare services, and particularly to the role of the family as recipient and as agent for provision of such services, as well as to the implications thereof for each family member, notably women;

(h) As part of preparations for the observance of the International Year of Indigenous Peoples (1993), a programme of policy-oriented research and development might be undertaken by UNOV/CSDHA within existing resources with the collaboration of all interested institutions, with a view to developing

policy guidelines and carrying out programmes to achieve the linking of indigenous community institutions and associations at the local level with national social welfare systems, while assuring proper respect for the autonomy of such communities;

(i) In collaboration with all concerned United Nations and other intergovernmental global and regional training institutes and interested international non-governmental organizations and governmental agencies, a technical assistance programme should be devised for training all categories of personnel required to ensure an effective execution of micro-level programmes at the individual, family and community levels.

III. TRENDS IN IMPLEMENTATION AT THE NATIONAL LEVEL: SECTORAL- AND POPULATION GROUP-ORIENTED POLICY AREAS AND THEIR INTENSIFICATION AT INDIVIDUAL, FAMILY AND COMMUNITY LEVELS

4. National activities designed to achieve the macro-level objectives of the Guiding Principles, such as poverty reduction, are undertaken as central elements of broad developmental strategies in most countries. The same is true of activities intended to achieve goals in sectoral policy areas such as employment, social security and education, as well as aims in population group-oriented policy areas. They constitute the actions at macro- and meso-levels recommended in the Guiding Principles. 10/

5. The Guiding Principles also made numerous recommendations for action at the micro-level, and Governments, in growing collaboration with the private sector, are giving increasing emphasis to more effective action at this level. They distinguish more, and more explicitly, in respect to function, target population and means of implementation, between contributions made to achievement of societal aims at macro- and meso-policy levels on the one hand, and those at micro-level on the other. By means of the former, Goverments address the population as a whole, or major sections of it. In doing so, they take into account only the most salient of individual characteristics, and are not concerned with the family or community context in which targeted individuals live and work. Measures are administered in a manner which requires minimal interaction between agency personnel and the public. Agencies do not seek to involve families and communities in the execution of measures. In contrast, in their micro-level policy actions, Governments specifically address relatively small sections of the population, suffering from severe disadvantage or dysfunction. Measures require for their effective execution full consideration of individual circumstances. They are administered by means of highly personalized contact between agency personnel and targeted individuals, and require full involvement of families and communities in their execution.

6. Intervention at the micro-level is perceived by Governments to have the function of extending broader programmes in a much more intensive manner, in order to deal with particularly difficult circumstances. Such intensification

is regarded as essential in order that general measures, designed to achieve desirable society-wide conditions, succeed in reaching those persons who would otherwise not respond.

7. Micro-level intervention requires special forms of activity, institutional structures and personnel assignment. They comprise the individual-, family-, and community-oriented approaches which the Guiding Principles emphasize. These are the areas of activity of social work, community work and counselling, including the specialized activity of administering specially adjusted broad programmes to persons able to participate only with additional support. They are undertaken not only by professionally trained specialists, supported by administrative and technical personnel, in both public and private agencies, but also by many other providers of support, care and guidance in local communities. In all societies, the network of persons who form the social context of each individual's everyday life remains the predominant provider of material and emotional care and support. For most people, during much of their lives, this context is still constituted largely by members of their own families.

8. This mix of activity, public and private, professional and lay, exists in countries at all levels of material development and in each of the major socio-cultural environments. There is an increasing tendency for Governments to draw, in an explicit and coordinated manner, upon all of these resources for problem solving, including those of the individual who is the object of attention. This is being done partly in response to the exigencies of societal conditions, including changes in demand, and partly as a consequence of growing experience in policy formulation and execution. There appears to be a strong tendency towards a common conceptualization of these functions of developmental social welfare within overall societal management strategies in countries throughout the world, and an even greater convergence in organizational and technological approaches. Nevertheless, there remains much diversity, inherited from distinctive approaches to societal management and expressing distinct socio-cultural perceptions. Moreover, differences in broad economic conditions, social structures and political and administrative systems are also responsible for much variety.

A. Trends in developing countries

9. In a few countries in Africa, Asia and Latin America, particularly advantageous economic circumstances have permitted establishment of comprehensive social welfare services. Governments are constantly adjusting them to meet the needs of individuals with particular problems, as economic prosperity has not automatically assured freedom from stress, nor resolution of discrepancies between persistent values and new organizational and technological contexts.

10. The situation seems to be much less favourable in most other developing countries. Here Governments have long regarded substantial individual-, family-, and, particularly, community-oriented services, both public and

private, as vital means to implement broader programmes, particularly by means of facilitating community participation in their execution. However, these are still oriented largely to urban populations, and even here are largely unable to cope with demand. Severe individual, family and community dysfunctions, which appear more pronounced in advantaged societies because of relatively lesser extent of mass poverty there, are no less widespread in developing countries, even though here they appear to be swamped by the widespread incidence of poverty. They exist not only as an expression of the universal nature of the human condition, but indeed assume ever more acute forms given the hostile environment, multiple pressures, and disintegration of endogenous provisions for prevention, care and adjustment.

11. The Economic Commission for Latin America and the Caribbean has identified principal changes in the characteristics of the sub-populations in need of social welfare services. There has been an increase in the proportion of consensual unions in total unions, affecting mainly young people from the lowest social strata, offering weaker socialization contexts to children, reflected in poor performance at school. An increase in the proportion of illegitimate births out of total births is probably related to the growing proportion of adolescents among women having children. A decline in rates of school attendance coincides with significant increases in the youth unemployment rate. A greater proportion of young persons are in a situation of marginality, with no participation in either educational or occupational systems. The gap in access to basic social services between rural and urban areas has widened. Women's increasing responsibility for the economic sustenance of households and the socialization of new generations is not supported by a corresponding reduction in the strength of traditional sex discrimination patterns operating in the labour market. The prevailing trend in the occupational structure is transfer of the labour force from high to low productivity employment, associated with open unemployment and reduction in personal and household incomes.

12. In these circumstances, action at the macro- and meso-levels is essential in order to remove basic causes. However, there is much scope for micro-level action, both as a means to extend broader measures to already seriously dysfunctional individuals and communities, and also in order to resolve the vast problems of disadvantage and denial of social, political and economic rights already created. In many of these countries, emphasis upon community-oriented approaches is also perceived to be a means to safeguard cultural values and ensure their full inclusion in societal change. However, as the International Federation of Social Workers notes, its national member associations report that not only clients but social workers and social welfare systems themselves have been deeply and negatively affected by the present economic recession.

13. Although no global review is yet possible, it appears that in at least some countries more effective integration of macro-, meso- and micro-level action is planned. In Colombia, for example, eradication of the causes of poverty constitutes the central objective of the National Plan for Social Economy [Plan de Economia Social]. Reorientation of public expenditure

towards social projects is considered indispensable given that this not only benefits the poorest, but generates a greater demand for domestic production than those types of investment where the import component predominates. There are two main approaches. The first is maintenance of national economic equilibrium, which is indispensable in order to achieve high and stable rates of economic growth and greater generation of employment. The second comprises restructuring of plans specific to the requirements of different areas and population groups. In Colombia, a Plan for Integrated Rural Development [Plan de Desarrollo Integral Campesino] is concerned with the rural poor while a Plan for Eradication of Absolute Poverty [Plan para la Erradicación de la pobreza Absoluta], is concerned predominantly with urban areas. In each plan, programmes in education, health, infant and child care, basic nutrition, rehabilitation of human settlements and provision of the infrastructure and training necessary in order to expand productive activity have been reoriented specifically towards the poorest groups within the population to be affected. Execution is the responsibility of both central and local authorities. Community participation, including that of beneficiaries, in the management and execution of programmes is considered essential.

14. In Mexico, the National Programme of Solidarity [Programa Nacional de Solidaridad], an element of the National Development Plan for 1989-1994, the objective of which is to overcome poverty, is directed to indigenous communities and other rural and urban poor and is based upon four principles: respect for the initiatives of communities, their customs, forms of organization and interests; active participation in decision-making with regard to project formulation and execution; full involvement of community institutions and social groups in execution of programmes and in guaranteeing that they benefit all participants; and openness in administration, so that information on costs, scheduling, and contracting is available to all.

15. In some countries, very specific circumstances require considerable policy adjustments. In South Africa, for example, the partial dismantlement of the apartheid system so far achieved, taking place in circumstances of economic recession, make necessary a major extension of public sector services in support of the previously predominantly private sector, desegregated since 1983, but unable to cope with very rapid increase in urban and other squatter settlements. Stress and dysfunction consequent upon both apartheid and current social tensions call for vigorous action at family and community levels.

16. A review of developments during 1987-1989 prepared by the International Social Security Association reveals that in spite of a continuing unfavourable economic climate during the past three years, social security schemes have been able to adapt rapidly to the changes taking place in society. A notable example of this effort is the supplementary assistance given to single-parent families - which are increasingly numerous - or to those who agree to extend their family circle by taking in an elderly or handicapped relative. 11/

17. In some countries suffering from very severe economic and environmental pressures, attempts are still being made to introduce innovative improvements

in welfare coverage. For example, in Burkina Faso where measures designed to secure the full integration of disabled persons, and to provide shelters for the destitute, street children, and victims of drought and floods, have been recently undertaken. In most such countries, however, catastrophic conditions have overwhelmed even normal macro-level and meso-level intervention.

18. Moreover, in many developing countries, even where social welfare figures significantly in national plans, there is still insufficient recognition of the value of an extension of sectoral and group-oriented policy areas by action at the micro-level, and their intensification by means of specially coordinated measures to deal with the persistent and hitherto intractable problems of severely disadvantaged sub-populations. Many policy declarations are made and plans formulated, but few resources allocated and action rarely completed.

B. Trends in countries moving towards market-oriented conditions

19. In countries moving from socialist central planning towards democratic pluralist and market-determined conditions, political change has been very rapid, but economic and social adjustment much slower. Structural changes have brought about increased inflation; unemployment, particularly among women, not covered by previous social security provisions; poverty; and collapse of certain social services. This has increased the incidence of stress and individual dysfunction, resulting in more delinquency, crime and drug and alcohol abuse. At the same time, there has become visible the widespread existence of categories of individuals and families suffering severe problems not catered to by former social welfare systems. Particularly affected are disabled children and youth, elderly persons living alone and young mothers.

20. In these countries, in the formulation of coherent policy, some difficulty is being experienced in bringing together diverse views, including: public expectations of benefits from welfare state capitalism; reluctance to lose certain forms of pre-existing coverage; fear that it will be financially and administratively impossible to ensure coverage in new circumstances of large-scale unemployment and rapid change; and fear that achievement of welfare state conditions may dampen the nascent competitiveness considered essential to stimulate economic growth and rapid transition to a market-oriented context. In the Czech and Slovak Federal Republic, the Government committed itself in July 1990 to building a society based upon law, with a socially and ecologically oriented economy. The Government's social strategy is focused on the solution of unemployment, provision of adequate income for working people and their families and appropriate social security. Programmes are being adjusted to new economic conditions and needs arising from the changes of the old system which require solution of problems such as overemployment, inappropriate wages and pauperization of pensions. Problems which had not been mentioned in the past (for example, drug abuse and incidence of AIDS/HIV), as well as questions of minorities and the gypsy

population are being tackled. A long-term social policy conception, based on the Guiding Principles has been elaborated. The "safety net" system of measures has been designed in order to guarantee to all citizens a minimum level of protection in serious social situations.

21. In the USSR, central and republic governments recognize that economic reform is a precondition for, but is also impossible without, radical social reform, and that investment therein must be regarded as a major contributor to the solution of problems such as mass poverty. Recent intervention has been very considerable in sectoral and group-oriented policy areas and has been directed towards major disadvantaged sections of society. During 1989 and 1990, social security legislation has been adopted aiming at extending and rationalizing coverage, reorganizing programmes and establishing effective institutions. Substantial extensions are being examined during 1991.

22. Measures at local levels in the USSR have been limited to establishment of a network of local labour offices and family planning and counselling centres. It is being found necessary to construct entirely new systems for individual, family, and community services, formerly scarcely existing except in very limited and highly institutionalized form for some disabled children, older persons and juvenile delinquents. New forms of linkage of these to sectoral and group-oriented policy areas, themselves undergoing radical adjustment in an entirely different societal environment, are being considered. However, here and in other countries engaged in transition, resources are not yet adequate to extend and intensify sectoral and group-oriented policy action at the micro-level. The prerequisite institutional and personnel structures necessary for such purpose themselves scarcely yet exist, although first steps are being taken to remedy this situation. 12/

C. Trends in developed countries

23. In most developed market-oriented welfare States a major factor of relevance to changing demand for social welfare services is the continuing ageing of the population and notably the growing proportion of very old persons, a high proportion of whom are women and suffer from some form of disability. In a few such States, a renewed rise in birth rates is also significant. In many, increased unemployment has led to larger numbers of poor persons. There has been a significant increase in single parent households and child poverty. In a number of countries, a decline in de facto retirement age has occurred, and increasing numbers of younger retirees exist, often in unsatisfactory conditions. A high proportion of the younger population is economically inactive. They are affected by psychological problems, frequently expressing their difficulty in adjusting to society through drug, alcohol and tobacco abuse and delinquent behaviour. Crime rates are rising. Community decline, increase in homelessness, and racial tensions are more common. First and second generation immigrants, residual indigenous populations and others of distinctive culture, are still insufficiently adjusted to full partnership in national society.

24. In all of those countries, demand for most social welfare services, but particularly family- and community-oriented measures, seems to be increasing. In some, the proportion of the population supported by social security programmes has already become very high, and, in circumstances of financial retrenchment, this is a major stimulus for policy adjustment, although certain very vulnerable categories are still not covered by the welfare system. An emerging situation, caused by a variety of factors, not all fully understood, is the preference of certain large categories of individuals not to take advantage of available measures. In Denmark, for example, many young persons reject offers of social assistance regarded by them as inappropriate.

25. In circumstances of decline in family support and an increasingly stressful social environment, more intensive individual attention by specialist counsellors and social workers is required. In response, Governments are adjusting programme coverage and organizational, administrative and technical arrangements. In some countries, varied and discrete adjustments are made without formulation of any new strategic concept. For example, in the Netherlands, a "top-down" approach, and a tendency to expend much energy on optimistic large-scale measures, has been replaced by small-scale experiments within a "bottom-up" approach, with a new readiness to adopt for wide application those local initiatives which had proven successful. Elsewhere, comprehensive new approaches have been proposed, sometimes at the regional level, as for example in Ontario, Canada, in the very forward-looking "Transitions" report prepared by the Social Assistance Review Committee for the Ministry of Community and Social Services. In Finland, legislation on social welfare has been reformed completely since 1984. Its aim now is to offer services and allowances to all those who need them without characterizing them as belonging to some special group. The paramount principles are universality of coverage and normality of administration, with strong emphasis upon local initiative.

26. Expanding demand in conditions of financial retrenchment has necessitated much discussion of eligibility and coverage. Governments are adjusting criteria for allocating now insufficient resources and for choosing between competing demands, some of which they cannot meet. Some have targeted those categories defined as being in greatest need; this has downgraded services for other groups. In other countries, much support is given to the concept of a universal rather than a selective system of social welfare. Various forms of minimum support, including provision of a comprehensive social safety net, are viewed as a preventive measure. They consider that an excessive distinction of categories is inappropriate. Budgetary difficulties are met by means of increasing efficiency and extending responsibility to communities. In such circumstances, it is increasingly recognized that rights to protection and support are difficult to define and sustain; they can be used not only to include some individuals and categories, but to exclude others. In many policy areas, such as child protection, concepts of citizen rights and state duties are seen to be ambiguous.

27. In contrast, in countries such as Spain, which have relatively recently experienced full democratization, industrialization and administrative

modernization, a largely new system has been set up. This has included reformulation of a previously inadequate system of citizen rights and state obligations for numerous categories of population in need, drawing considerably upon global and regional instruments and guidelines, including the Guiding Principles.

IV. TRENDS IN IMPLEMENTATION AT THE NATIONAL LEVEL: ORGANIZATIONAL AND ADMINISTRATIVE ADJUSTMENTS

A. Decentralization within the public sector

28. At the time of adoption of the Guiding Principles in 1987, the degree and nature of decentralization from central to regional levels of government were varied. Particularly in countries which had a federal structure, or in which regional autonomy was well developed, provision of social welfare services was considered to be primarily the responsibility of states, territories, provinces, component republics or autonomous regions. Central responsibilities were limited to formulation of basic policy, development of legislation, establishment of norms and standards, partial funding and implementation of special programmes. Both in countries with marked decentralization to the regional level, as well as in those with strongly centralized structures, the extent to which responsibilities were assigned to local government authorities also varied considerably. However, information available to the Secretary-General is not sufficient to fully determine the extent to which decentralization to regional and local levels occurred after 1987, or whether or not that which did occur was in direct response to the recommendations of the Guiding Principles.

29. It appears that decentralization is not well advanced in most countries of Africa, Asia and Latin America. In India, decentralization to the State level was part of the basic policy design, but in other countries with federal structures, such as Brazil, Mexico and Nigeria, central responsibilities remain predominant. In the highly centralized countries, however, with some exceptions, effective decentralization seems not to be widespread.

30. In the still fluid conditions of most countries in central and eastern Europe, the desire to break away from formerly highly centralized institutions is tempered by the need to retain close central control over the substitution of entirely new structures. In the USSR, an important element of current policy revision is the establishment of new patterns of distribution of responsibility between union, component republic, and administrative-territorial districts. In the Czech and Slovak Federal Republic, delivery of public programmes is to be decentralized to local authorities and the broadest possible range of organizations and citizens.

31. It would appear that recent trends among Governments in most developed market economies emphasize prevention and rehabilitation within an individual's home, family and community environment, as recommended in the Guiding Principles. This requires concentration of efforts at the local

level, including allocation to local authorities of greater decision-making and financial autonomy. For example, in Finland, since 1984, municipalities have been primarily responsible for all service provision, offering services in a flexible and integrated manner to the whole population and coordinating special measures. Municipalities themselves decide on allocation of state subsidies to the various services. In 56 municipalities, with a total population of two million decision-making has already devolved further to neighbourhood levels.

32. However, in many such countries, organizational difficulties reportedly remain substantial. Sharing of costs and accounting for expenditures are often difficult matters. The greater the local financial responsibility, the greater is the geographical inequality in the provision of service because of differences in tax base and administrative efficiency. Given the usual retention of central responsibility for achieving nation wide standards, monitoring and controlling numerous and varied local entities remains difficult.

33. In some countries administrative devolution has occurred partly as the culmination of constitutional processes whereby traditionally strong regional structures within society have re-emerged after periods of centralization. In Spain, for example, there was established in 1977 a system of Autonomous Communities [Comunidades Autónomas], or regions, having primary competence in respect to social welfare. Since 1987, in certain of these, for example in Catalonia, a separate Department of Social Welfare [Departamento de Bienestar Social] with very comprehensive functions has been established. Here, decentralization was combined with other major reconstruction and expansion activities. After 1988, further nation wide measures were taken to ensure that, by means of more localized programmes, central spending was better related to the needs of the end user. All municipalities having over 20,000 inhabitants were to provide social services. The regions were to provide financial resources equal to or greater than those provided centrally. Mechanisms for coordination between national, regional and local administrations were set up. Principal difficulties so far encountered include the need to train new professionals and administrators, delays caused by ineffective coordination and the complexity of the evaluation process.

B. Community- and family-oriented approaches, voluntary associations and privatization

34. In its resolution 44/65, the General Assembly requested the Secretary-General to strengthen follow-up action to the Interregional Consultation on Developmental Social Welfare Policies and Programmes by means which would include a focus on integrated family-oriented and community-oriented cost-effective innovations in the design of social welfare policies and programmes.

35. In most developing countries, a participatory and community based approach is central to the national conceptualization of social welfare

policy, but problems in its execution persist. There is insufficient personnel to administer and operate a decentralized system, and procedural and budgetary constraints delay implementation. Enhancement of the role of local authorities requires better coordination. Communal institutions and personnel are still not fully capable of undertaking the activities which central Governments are willing to devolve upon them. Effective participation of citizens in policy formulation and project design and operation, as opposed to participation as recipients of services or as targets of intervention, is still inadequate. The International Federation of Social Workers, at its 1990 biennial International Symposium held in Buenos Aires, Argentina, and at the Third World Seminar which preceded it, stressed the importance of an enabling process which could permit people and professionals to participate effectively. This, however, had not yet been achieved.

36. In the experience of the International Labour Organisation, in many countries, local organizations are too often perceived as a means to extend governmental programmes not necessarily consonant with the aims for which their members voluntarily entered into association with each other. Such forms of co-option tend to deflect the original purposes of the organization, over-burden its management and eventually discourage membership. Moreover, in most countries, the capability of many families and community associations is very severely eroded. Experience in supporting community-based approaches to rehabilitation of disabled persons showed that deinstitutionalization and decentralization to communities and families had not always been accompanied by complementary reallocation of central funds to communities, which had consequently not been able to undertake reintegration measures. Adverse economic, political, cultural and environmental factors had severely eroded the capability of both rural and urban communities. Sufficiently trained local workers were usually lacking. Extension of specialized support services was severely hindered by inadequate basic infrastructure and lack of access to many rural areas. 13/

37. A number of Governments in Africa, Asia and Latin America stressed the importance they attached to action at the family and community levels as a means whereby national culture might be protected and promoted. Together with specialists in developed countries they pointed to the fact that the great majority of non-European cultures had extremely sophisticated systems of social security. Until recently, the alternative systems and practices constituted by such cultural traditions had not been duly recognized or encouraged as partners with the centralized public sector in the formulation and execution of national social welfare policies. However, in some countries, this situation had been changing. For example, in New Zealand, the cultural traditions and social welfare practices of the Maori population have served as a model which has had a positive influence on certain aspects of nation wide social legislation. The Children, Young Persons and Their Families Act established whanau [family] conferences as an essential element in the delivery of social services to juvenile offenders. This model of delivery has required a realignment in the functions of professional social workers and in the procedures of the Family Court, as well as change in the attitude and practices of the predominant European culture in respect to this area of social policy.

38. Such approaches fit well with emphases upon the need to integrate models emanating largely from European and American experience with endogenous practices. Given the importance attached to family- and community-oriented approaches, a number of Governments fully perceive the value of treating the cultural context of both families and communities as an essential factor to be taken into account in further policy development. Indigenous arrangements, if sympathetically but effectively integrated with an organizationally and technologically fully supportive exogenous sector, constituted by central public social welfare institutions and programmes, are thought to be the only effective means whereby the greater part of current problems may be resolved. It is in this context, for example, that Malaysia sees the establishment of a fully caring culture and society, a social system in which the welfare of the people will revolve not around either the state or the individual but around a strong and resilient family system, as the impetus for future social welfare service provision.

39. In many countries moving towards market-determined societal management, it has been found necessary to construct a hitherto scarcely developed non-governmental system and to encourage previously unknown forms of participation. In most of them, the task has only just begun.
In the USSR, since 1985, many new voluntary non-governmental and charitable organizations have been established to provide services at the community level for the aged, disabled and others who are in need. Many are sponsored by local cooperatives and other associations.

40. A number of developed market-economies emphasize family- and community-oriented approaches, including a growing degree of preventive work. In Finland, participation of clients in the municipal service system is emphasized, but its realization is still not without problems. Here and elsewhere, reducing central regulations and assigning power of decision to lower levels is connected with activation of citizens, using their resources, and getting feedback from them. However, even in some countries with well-developed welfare systems and long traditions of democratic pluralism and local government, there are reported still to be few practical mechanisms for ensuring that effective participation can occur. Beneficiaries of services still have too little influence, and the most disadvantaged hardly participate, forums for their collective participation not being easy to create. The contribution of the voluntary sector is of the greatest importance in many developed countries. However, the need for coordination grows, and mechanisms for making it effective are not yet adequate. Even at the local level, harmonizing the separate approaches of public and private agencies has been found difficult. Nevertheless, encouraging experiments have been made, notably in the area of social action or self-directed group work, an approach whereby specially trained social workers facilitate participation by service users. This is an empowering practice which assumes the existence of a substantial potential for self-help and for helping others among even the most underprivileged or dysfunctional persons. Specialized institutions for promotion, training and research in this approach have come into existence in some countries. 14/

41. The precise extent of privatization to the profit-making sector cannot be determined on the basis of information so far made available to the Secretary-General. Apparently it plays a significant role in only a few countries.

42. In Spain, evaluation of experience in carrying out a pilot programme for needy persons [Programa Piloto para Situaciones de Necesidad] revealed that participation of beneficiaries had been constrained by their lack of experience of such a process. Coordination was difficult, so that the approach remained fragmented. Private organizations had depended excessively upon public financial and administrative resources and had not acquired sufficient autonomy and strength. To counter some of these problems the Government provided technical and financial help to all public entities that were promoting voluntary activities and helped to establish the Platform for the Promotion of Voluntary Work in Spain [Plataforma para la Promoción del Voluntariado en España].

C. Administrative and technical changes

43. In its resolution 44/65, the General Assembly requested the Secretary-General to focus on policy, planning, administration and training aspects of developmental social welfare within the task of strengthening cooperation and technical support for Governments, especially those of developing countries. It also requested him to focus on innovations in the design of social welfare policies and programmes which were cost-effective.

44. Certain developing countries with relatively well developed social welfare systems are continuously attempting to optimize managerial effectiveness. They have encountered considerable obstacles, including sociocultural resistance, inadequate training, coordination difficulties and budgetary constraints. Although voluntary organizations have important functions, their effectiveness is limited by inadequate leadership and management. Procedures for public financing of voluntary organizations, even when these constitute a major segment of the social welfare system, are generally cumbersome.

45. In certain formerly centrally planned countries, current approaches to more effective planning and administration emphasize private initiative and practice, and less attention is given to adjustment within the largely discredited public sector institutions. Many previous funding arrangements (such as lotteries) have been discontinued, but not fully replaced. While computerization has begun, implementation is constrained for budgetary reasons. For example, in the Czech and Slovak Federal Republic only about half of the recently established labour offices are equipped with a computer, and it is still not possible to establish a national labour information network, a major potential tool in resolving growing difficulties.

46. In many developed countries, decentralization has reflected both the need to bring administrative responsibility closer to users of services and

financial retrenchment in the public sector. In some countries, in order to limit financial costs, there has been greater targeting of those identified as being in greatest need. In others, financial retrenchment has constrained service provision, as well as efforts at reform and improved efficiency. In order to supplement public financial resources, more volunteers are used, and user charges are introduced where there is an ability to pay.

47. In a number of countries, new managerial procedures, often adapted from the private sector, respond to client criticisms and public unease about the effectiveness of services, as well as to governmental concern for better budget control, case management and staff accountability. However, obstacles persist. In some countries professional social workers argue that such steps impinge upon their creativity and initiative. Effective evaluation is difficult, objectives and indicators not always being clear.

48. In all categories of national condition, policy-oriented research and evaluation can be a major means to improve efficiency. The Guiding Principles indicated that better coordination and more focus is desirable. Many countries in Africa, Asia and Latin America have increasingly recognized the value of improvement in policy-oriented research and analysis, and where research institutions are well established a growing corpus of findings exists already, although it is still fragmented. However, the extent to which this is drawn upon by public agencies is still limited.

49. In some former socialist countries, there had also been only limited coordination between research and policy development, with little systematic research into the causes and consequences within society of the existence of disadvantaged groups, or into operational aspects.

50. In some developed countries, the results of research and development work take the place of central regulation, providing background information on the basis of which autonomous local agencies decide on appropriate action. However, in other countries, central policies are reported to be undertaken still with little reference to the results of research, which comprises ad hoc investigations of problems as these become politically sensitive, rather than being a comprehensive process on the basis of which strategic approaches are formulated.

51. Expanded training in planning, administration, counselling, referral, group work, mediation, advocacy and social action is advised in the Guiding Principles. The International Federation of Social Workers reports some evidence of qualitative improvements in training social workers and associated professionals. In many developing countries, high priority is attached to training, and activities are already substantial. Considerable efforts are made to ensure, by means of in-service training in local agencies, a thorough understanding of the value of integration of central and governmental programmes with indigenous and local forms of social welfare provision. Budgetary limitations and lack of experienced trainers and facilities remain major problems.

52. Trained social workers are particularly scarce in countries moving away from centrally planned management. In the USSR, although practically all staff in social work agencies have medium- or high-level education, the need for additional training is widespread. Plans are being made to remedy the situation, sometimes with external assistance, but a severe shortage persists.

53. In many developed countries, however, new emphasis on preventive measures, provision of care and rehabilitation outside institutions, expansion of problems associated with psychological stress and reduced capacity of families to provide care because of smaller size or divorce, are all factors that make necessary a still greater expansion and adjustment in training activities. However, numerous innovative approaches are being made, many involving close collaboration between governmental agencies at all levels, university departments of social work and other disciplines and specialized non-governmental organizations. For example, in Canada, the Faculty of Social Work of the University of Calgary has designed and developed an emergency first-aid suicide prevention training programme for front-line caregivers of any discipline and occupational group. Suicide has been found to be a growing problem among youth. In 1981, the Alberta provincial government established a citizen advisory committee, to which it gave responsibility for developing and implementing a comprehensive approach to suicide prevention, including budgetary control over the government-sponsored programme. The object was to create a network of coordinated services at the local level, supported by the University's suicide prevention training programme. Subsequently, the training programme has been adopted throughout Canada, as well as by the state of California and by local authorities in a number of other countries. In Alberta, four years after the programme's province-wide adoption, suicide rates fell significantly, quite possibly because of the existence of increasing numbers of trained caregivers. A world-class information and education clearinghouse has been established by the University.

V. TRENDS IN IMPLEMENTATION AT THE INTERNATIONAL LEVEL

A. Global action

54. Responding components of the United Nations system, 3/ often in close collaboration with other intergovernmental organizations, report that they are working to assist Governments to resolve the macroeconomic and macro-social problems addressed by the Guiding Principles: poverty, unemployment and inadequate access to education, health, social security, housing, safe water and sanitation. In doing so, they make special efforts to help resolve the especially severe problems of such major components of the economically disadvantaged population as landless rural workers, plantation workers, small farmers and the urban unemployed. They have also given increasingly special attention to the problems of the women, youth and aged who constitute such large proportions among sub-populations defined in terms of economic and locational disadvantage.

55. A smaller number of the more specialized United Nations institutions, in collaboration with other intergovernmental institutions and with many international non-governmental organizations, seek to support national efforts - by means of individual-, family- and community-oriented activities - to help the large number of groups whose particularly severe condition is also addressed in the Guiding Principles. It is this international action, sometimes constituting a special focus within broader activities, sometimes comprising distinct and often experimental programmes, which is very summarily reviewed in this chapter. Information for all but four of the entities included in this section is based upon material submitted in response to a request made by the Secretary-General. In the cases of the United Nations International Drug Control Programme, the United Nations Children's Fund, the World Health Organization and the United Nations Educational, Scientific and Cultural Organization, the summary was based upon recent published reports. Information on macro-level, sectoral and major group-oriented programmes is already available to the General Assembly in a number of current reports of the Secretariat 10/ and the specialized agencies.

56. In the Centre for Social Development and Humanitarian Affairs of the United Nations Office at Vienna, which is the focal point for follow-up to the implementation of the Guiding Principles, activities have been concentrated in two areas: macro-social policy and more narrowly focused social welfare questions at the micro-level. Both have a conceptual or policy research as well as an operational dimension.

57. The first area of activity addresses the broad social policy concerns set out in the global social agenda adopted as part of the Guiding Principles (E/CONF.80/10, para. 65). One major undertaking has been the preparation of a draft advisory note on Social Policy and Development, at the request of and with the financial support of UNDP. The Note develops concepts and guidelines for operational activities in support of social objectives from a multi-sector and multi-discipline perspective. It incorporates suggestions distilled from operational experience. While intended primarily for use by UNDP, especially field personnel, a modified version will be available for wider distribution.

58. In a related cluster of activities, CSDHA has participated in the work of the UNDP-World Bank Project on the Social Division of Adjustment in Africa. The focus of attention has shifted from initial concern with measures to alleviate the social costs of adjustment to anticipating adverse social consequences with a view to designing adjustment programmes that are socially sensitive. A further objective is to integrate social measures and social objectives into mainstream development planning and policy.

59. With the accelerating pace of economic reform, in Africa as well as other regions, towards reduced direct government involvement in the economy, deregulation, increased competition and greater market orientation, the social dimension of such reforms is being given closer attention. The creation of the new post of Interregional Advisor on Social Policies and Development - funded by the United Nations Department of Technical Cooperation for Development and attached to UNOV/CSDHA - has made it possible to extend

advisory services in this field to Governments of developing countries. In the first 18 months, the Advisor has visited some 12 countries. Several major projects have been developed, for example, in Bolivia, to provide high-level advisory services and in the United Republic of Tanzania, to provide training in social analysis and social policy formulation. In respect of the countries moving towards a market-oriented economy, in both Asia and eastern and central Europe, a number of activities are in the implementation or planning stage.

60. Ad hoc advisory services have also been organized to strengthen national capacity, in both government and the non-governmental sectors, to plan and implement multi-sector social programmes. Advisory services have focused on the development of information systems and of appropriate social indicators, as well as national machinery, for example to deal with the social consequences of AIDS, building on the experience gained in activities relating to specific population groups.

61. The Government of Finland financed and acted as host to the Meeting of the Expert Group on the Social Impact of the Critical Economic Environment on Developing Countries: Strategies for Social Development Cooperation, organized by CSDHA (Järvenpää, 17-21 September 1990). The meeting brought together officials from donor and receiving countries and from national planning offices and departments responsible for social affairs. The conclusions and recommendations of the Meeting, subsequently endorsed by the Economic and Social Council in its resolution 1991/12 of 30 May 1991, include specific suggestions to improve cooperation in the social area, based on the parallel concepts of participation and partnership between States and between States and their citizens.

62. As a follow-up to the meeting, work is now in progress on the preparation of simple guidelines for the assessment of the economic returns on social programmes and projects, specifically in social welfare. These guidelines will provide a useful tool for strengthening the position of those responsible for social issues in the budgetary and planning process, as well as for ordering priorities within the social sphere.

63. A study on organizational and technological innovations in the provision of individual-, family- and community-oriented social welfare services is being prepared and will be followed by a handbook for policy practitioners in 1993. Efforts are being made to develop a database, a global network of research institutions and national focal points and more effective system-wide collaboration. The Social Development Newsletter is being used to promote development of a global network.

64. Increased attention has been given to the cooperative sector, achieved largely through the Committee for the Promotion of Aid to Cooperatives (COPAC) and to promotion of other forms of voluntary association. A global study of the contributions of the cooperative sector to the solution of national and global problems, a technical study of the provision of social welfare services by cooperatives to their own members and to others in local communities, a handbook on strengthening of the cooperative sector as a means to achieve the

objectives of developmental social welfare policies and a further report of the Secretary-General to the General Assembly on national experience in promoting the cooperative movement are being prepared.

65. Family- and community-oriented approaches have also received special attention in programmes to reduce alcohol and tobacco abuse. Of major importance for comprehensively promoting and supporting national implementation of the Guiding Principles are the preparations undertaken within the Centre for the International Year of the Family. 15/ A technical publication is being completed on family and kinship support systems and on families as both recipients and providers of social welfare services. The IYF Secretariat has initiated a study, together with the Movement International ATD Quart Monde on "Families in conditions of extreme poverty". More projects directly relating to the Guiding Principles are planned within the preparatory process for the year.

66. These activities are perceived as supportive of the broader activities of the Centre in respect to women, youth, disabled persons, the aged and crime prevention and criminal justice. They complement, at the micro-level, the work of ensuring that social policy matters are fully integrated with economic matters at the macro-policy level, as in the formulation of the International Development Strategy for the Fourth United Nations Development Decade.

67. In response to the request of the General Assembly, in its resolution 44/65, that the Secretary-General should reflect appropriately the recommendations of the Guiding Principles in the medium-term plan for the period 1992-1997, proposals have been made for further action within the programme budget for 1992-1993. Research studies and technical meetings, together with operational assistance will be expanded. Substantial efforts will be made to make available the knowledge gained from analysing national experience, by means of preparing handbooks and undertaking advisory services, group training and field projects. During 1992-1993, with support from the Department of Technical Cooperation for Development, an interregional seminar will be organized on the organization and management of social development and welfare services for sustainable development.

68. The United Nations Centre for Human Rights, while not engaged directly in the micro-level activities recommended in the Guiding Principles, nevertheless works towards the refinement, codification and effective realization of human rights in order to meet the circumstances of particularly disadvantaged sections of society, thereby providing the fundamental principles for action to protect and support those who are severely exploited or discriminated against.

69. The United Nations International Drug Control Programme (UNDCP) gives increasing attention to community approaches to reduction in demand and in care and rehabilitation of persons suffering from drug abuse, as well as in substitution of alternative income-generating and employment opportunities for drug production.

70. The United Nations Children's Fund (UNICEF) has increased its attention to the situation of children in especially difficult circumstances: children affected by wars and disasters; child workers; handicapped children; street children; abused or neglected children, especially resulting from intrafamilial violence and from substance abuse; and children in institutions where care is inadequate or inappropriate. Integrated area-based programmes in both urban and rural settlements are considered necessary to address the problems of the particularly disadvantaged. UNICEF increasingly stresses innovative community approaches; empowerment and full participation of the community are considered to be the most significant means to successful primary health care. Individual UNICEF-supported intervention areas - such as universal child immunization, HIV/AIDS related programmes and substance abuse prevention - are intended to converge at the community level, strengthening the primary health care system and enhancing the ability of communities and families to care better for their children. Special attention has been given to the question of protecting children and other vulnerable persons in central and eastern Europe during the transition to a market economy, when previous forms of security and protection may be abandoned before new ones are developed and put in place. 16/ Some historic achievements for children have been the ratification of the Convention on the Rights of the Child and holding of the World Summit for Children, which resulted in the ambitious World Declaration on the Survival, Protection and Development of Children and the Plan of Action for its Implementation in the 1990s. These represent promises made to children around the world, which are fully consonant with the Guiding Principles and constitute a major complement to activities undertaken to achieve their targets and objectives.

71. The United Nations Development Programme (UNDP) has, in its Human Development Report, 17/ contributed very substantially to the monitoring of the global conditions which the Guiding Principles address, and to the analysis of determining factors as well as the identification of effective approaches to improvement. It has also engaged actively in meeting urgent social welfare needs. In Peru, for example, it has played since 1989 a principal role in carrying out an emergency social programme directed to the poorest in marginal urban and rural areas, in close collaboration with private organizations, including private enterprises, and representative organizations of the poor themselves.

72. The United Nations Population Fund (UNFPA) supports maternal and child health programmes within the framework of an integrated approach involving attention to nutrition, education, safe motherhood and perinatal health and family planning (MCH/FP). Preference is given to support for primary care, including first referral service facilities. Future support will emphasize the special needs of younger women and of women living in the poorest areas, particularly in rural areas. Rural populations are priority targets for UNFPA-supported activities. Particular attention is given to adolescent health and community participation. Support is given to the greater involvement by non-governmental organizations in the planning and management of MCH/FP programmes and to strengthening of rural grass-roots institutions, including cooperatives. UNFPA has joined in system-wide discussions with the

International Monetary Fund on the implications of the Fund's policies for the effectiveness of family planning programmes and has undertaken a number of steps to enhance its capacity to respond to critical situations resulting from structural adjustment.

73. The Office of the United Nations High Commissioner for Refugees (UNHCR) provides group-oriented, micro-level, and community-based social welfare services. Special attention is given to groups whose needs may not be met adequately from assistance provided to the general population. Participatory approaches are being developed.

74. The United Nations University (UNU) has undertaken a study of change in developing countries in inter-generational support systems, as these affect the aged. Its World Institute for Development Economics Research (WIDER) in Helsinki, Finland, is developing guidelines to achieve more comprehensive systems of social security in developing countries on the basis of experience in different states of India.

75. Although the various components of the United Nations system engaged in policy-oriented information collection and research, such as the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) and the United Nations Research Institute for Social Development (UNRISD), address the areas of concern of the Guiding Principles at both the macro-level and the meso-level, they give much less attention to the very specific micro-level policy areas emphasized by the Guiding Principles.

76. The United Nations Interregional Crime and Justice Research Institute (UNICRI) has prepared a model for national intervention to cope with the growing problem of street children, studied petty crime and law enforcement strategies within urban neighbourhoods; and examined community-centred alternatives to imprisonment, non-custodial sanction and crime control.

77. The work of the International Labour Organisation (ILO) already largely encompasses the task addressed by the Guiding Principles. The International Labour Code supported by the various Conventions and Recommendations of ILO, provide specific guidelines for implementing them, and the tripartite mechanisms for agreed formulation, as well as for monitoring and enforcement, support their execution.

78. Broad approaches to employment creation, satisfactory working conditions, minimum guaranteed income and social security are extended and adjusted especially to address the special problems of major disadvantaged groups. In respect to drug and alcohol abuse, ILO stresses enterprise-level, union-level and community-based approaches, and full recognition is given to the importance of family-oriented measures.

79. ILO programmes in support of non-governmental and voluntary organizations, and particularly trade unions, cooperatives and similar associations of producers and consumers, constitute a major contribution to

implementation of the Guiding Principles. With global interest in privatization of social welfare provision, a characteristic of central importance is ILO's tripartite structure, whereby employers and their organizations play a crucial role in standard-setting activities and operations programmes. As a result of this collaboration it is now recognized that the social responsibility of management extends to helping to solve the special problems of under privileged sub-populations.

80. The Food and Agriculture Organization of the United Nations (FAO) reported that social welfare policies had been the main concern of the Programme of Action adopted by the World Conference on Agrarian Reform and Rural Development (WCARRD) held in July 1979, which gave special attention to people's participation, enhancement of cooperative and self-help schemes and decentralization and strengthening of local government. In particular, its Human Resources, Institutions and Agrarian Reform Division had a catalytic effect on government policies by drawing attention to disadvantaged sections of the population through surveys, case studies, training workshops and conferences. In addressing the needs of the rural population, FAO concentrated on farm women, rural youth, the landless, and small-scale land holders and resource-poor farmers.

81. The World Health Organization (WHO), as one of the major social sector organizations within the United Nations system, provides support to overall national development activities within sectoral and group-oriented policy areas. Priorities include women, youth, urban development and the health problems of urban slums. A global review of the results of the second evaluation of the implementation of strategies for health for all will be completed during 1991. WHO gives major importance to community approaches to health care, considered both a democratic goal in itself and as a potentially useful means of achieving an improvement in health. The Alma-Ata Declaration promoted worldwide official recognition of community participation as an essential element in primary health care. 18/ More recently, the declaration of the Harare Conference on Strengthening District Health Systems based on Primary Health Care ratified these strategic directions for primary health care by focusing on the strengthening of health systems at district level. Once again, community involvement was stressed as a major dimension of district health systems. 19/

82. The International Monetary Fund (IMF) had advised member countries on ways to promote poverty reduction through appropriate macroeconomic and structural policies, and on measures to protect the poor and vulnerable from the short-run adverse impact of unavoidable adjustment.

83. The United Nations Educational, Scientific and Cultural Organization (UNESCO) has continued its work on alternative concepts of poverty and marginalization, people's participation and aspects of endogenous development of immediate relevance to the extension of developmental social welfare services. 20/

B. Regional action

84. In Western Asia, organizational resources have been severely disrupted by the need to respond to the political situation there. In Africa, almost all of the scarce organizational resources have had to be allocated to dealing with the catastrophic economic and environmental situation. In Latin America, in Asia and the Pacific and in Europe, conditions have favoured much greater activity in response to, but more often as a complement to, the Guiding Principles. In Europe, the activities of the Commission of the European Communities and the Council of Europe, as well as those of the network constituted by the European Ministers of Social Welfare, have been in the lead, with United Nations organizations playing mostly a supportive and collaborative role.

85. The Economic Commission for Latin America and the Caribbean has undertaken comprehensive activities in the macro- and meso-level policy areas, as well as research on public expenditure for social services. The activities of the Economic and Social Commission for Asia and the Pacific (ESCAP), are highly supportive of implementation of the Guiding Principles. They aim to strengthen the social component of development policies and programmes, including those relating to the planning and delivery of social services; the partnership between government agencies and non-governmental organizations; and drug abuse prevention and rehabilitation programmes, including integrated, community-based approaches to demand reduction. The Secretariat activity that lends most support is the formulation of a regional social development strategy towards the year 2000 and beyond. This will be submitted to the Fourth Asian and Pacific Ministerial Conference on Social Welfare and Social Development to be held at Manila, Philippines from 7 to 11 October 1991.

86. Within the Association of South East Asian Nations (ASEAN) a second meeting of Ministers and Senior Officers for Social Welfare meeting at Kuala Lumpur in March 1990 supported a full acknowledgement of the recommendations of the Guiding Principles in policy development by member States.

87. The Inter-American Indian Institute [Instituto indigenista interamericano] supports and coordinates the efforts of national institutes forming part of the Interamerican Indian System [Sistema Indigenista Interamericano]. Many of these, as, for example, the National Indian Institute of Mexico, operate many Coordination Centres in areas inhabited by indigenous communities. The Institute emphasizes the continuing vitality of the communal mode of organization of the American Indian populations, which is still in full use by almost all such populations and which the Institute believes to constitute a major potential for improvement in the effectiveness of social welfare service provision.

Notes

1/ The Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future were adopted by the Interregional Consultation on Developmental Social Welfare Policies and Programmes, held at Vienna in September 1987. They were endorsed by the General Assembly in its resolution 42/125 of 7 December 1987, and their validity was reaffirmed in resolution 44/65 of 8 December 1989. The text of the Guiding Principles was published in English, French and Spanish in the form of a booklet (DPI/938) (New York, 1988). It was also included in an issue of the Social Development Newsletter (No. 25, Volume 1987.1). A German version was prepared by the Department of Public Information. Document E/CONF.80/10 contains versions in all the official languages.

2/ Andorra, Australia, Bahrain, Bolivia, Burkina Faso, Burundi, Canada, Colombia, Cuba, Cyprus, Czechoslovakia, Denmark, Ecuador, Egypt, Finland, Guatemala, Holy See, Hungary, Indonesia, Malaysia, Malta, Mexico, Morocco, Oman, Netherlands, Singapore, South Africa, Spain, Sweden, Syrian Arab Republic, Turkey, Union of Soviet Socialist Republics.

3/ United Nations Centre for Human Rights; Economic and Social Commission for Asia and the Pacific; Economic Commission for Latin America and the Caribbean; Office of the United Nations High Commissioner for Refugees; United Nations Development Programme; United Nations Population Fund; United Nations International Research and Training Institute for the Advancement of Women; United Nations University; United Nations Research Institute for Social Development; United Nations Interregional Crime and Justice Research Institute; International Labour Organisation; Food and Agriculture Organization of the United Nations; World Health Organization; International Monetary Fund.

4/ Inter-American Indian Institute (Instituto indigenista interamericano), Mexico; Latin American Centre for Development Administration (CLAD) [Centro Latinoamericana de Administracion para el Desarrollo].

5/ International Federation of Social Workers; International Social Security Association; Latin American Faculty of Social Sciences (FLACSO) [Facultad Latinoamericana de Ciencias Sociales].

6/ Saskatchewan Social Services, Regina, Saskatchewan, Canada; Department of Social Welfare, Generality of Catalonia, Spain [Departamento de Bienestar Social, Generalitat de Cataluña].

7/ El Colegio de Mexico.

8/ Canadian Council on Social Development; National Council on Social Welfare of Thailand.

Notes (continued)

9/ Faculty of Social Work, University of Calgary, Canada; Social Policy Research Centre, Massey University, Palmerston, New Zealand; Department of Social Work, University of Durban-Westville, South Africa; Indore School of Social Work, India; Centre for Social Action, University of Nottingham, United Kingdom; Social Policy and Social Work Studies, University of Liverpool, United Kingdom; Department of Republic Institute for Social Work, Zagreb, Yugoslavia.

10/ Many other reports to the Economic and Social Council and the General Assembly, as well as reports of the specialized agencies to their own governing bodies, summarize both current trends in societal conditions and the formulation and implementation of the macro-level, and most of the sectoral and group-oriented policy responses to them. Consequently these are not re-examined in this progress report. (Interim Report on the World Social Situation (A/46/56-E/1991/6 and Corr.1); Human Development Report, 1991 (New York and Oxford, Oxford University Press for the United Nations Development Programme, 1991); The State of the World's Children, 1991 (Oxford and New York, Oxford University Press for UNICEF, 1991); World Development Report, 1990 (Washington D.C., World Bank, 1990); World Economic Survey, 1991. Current trends and policies in the world economy (New York, United Nations, 1991) (E/1991/75) (United Nations publication, Sales No. E.91.II.C.1); The Least Developed Countries 1990 Report (New York, United Nations, 1991) (TD/B/1289) (United Nations publication, Sales No. E.91.II.D.3)).

11/ Developments in social security and ISSA activities 1987-1989: Report of the Secretary-General of the International Social Security Association to the XXIIIrd General Assembly (Vienna, 5-13 September 1989), (Geneva, General Secretariat of the ISSA, 1990).

12/ The Government of the USSR has pointed out in its response to the Secretary-General, that while in the Russian language the term "sotsial'noje obespechenije" corresponds closely with the term social security, embracing all the forms of assistance contemplated under ILO Convention No. 102 of 1952 (Minimum standards of social security), no established and adequate Russian equivalent for the broader term "social welfare" as yet exists. The Russian term which most closely approximates this wider concept, and which encompasses a broader range of activities than social security, has only recently come into use: "sotsial'naja zashchita".

13/ Momm, Willi, and Andreas Konig, From Community-Based Rehabilitation to Community-Integration Programmes: Experiences and Reflections on a New Concept of Service Provision for Disabled People (Geneva, International Labour Office, 1989).

14/ For example, the Centre for Social Action at the University of Nottingham, United Kingdom. See also: Mullender, A. and Ward, D. Self-Directed Groupwork: Users Taking Action for Empowerment (London, Whiting and Birch, 1991).

Notes (continued)

15/ International Year of the Family: report of the Secretary-General (A/43/570); Preparation for and observance of an international family year: report of the Secretary-General (A/44/407); International Year of the Family: Note by the Secretary-General (A/45/365); Preparation for and observance of the International Year of the Family: report of the Secretary-General (E/CN.5/1991/2).

16/ United Nations Children's Fund, Overview of actions for children in 1990: report of the Executive Director (E/ICEF/1991/2 (Part II)).

17/ Human Development Report, 1991 (New York and Oxford, Oxford University Press for the United Nations Development Programme, 1991).

18/ Alma-Ata 1978, Primary Health, Report of the International Conference on Primary Health Care, Alma-Ata, USSR, 6-12 September 1978 (Geneva, World Health Organization, 1978) ("Health for All" Series, No. 1).

19/ Declaration of the Harare Conference on Strengthening District Health Systems based on Primary Health Care (Geneva, World Health Organization, 1987).

20/ Huynh Cao Tri (editor), Participative administration and endogenous development (Paris and Brussels, UNESCO and International Institute of Administrative Sciences, 1988); Paul Marc Henry (et alia) Pauvreté, Progrès et développment (Paris, Editions Harmattan for UNESCO, 1990).